

## **North-West Community Network**



## **Review of Public Administration**



**Report of Community Event  
Millennium Forum  
15<sup>th</sup> January 2004**

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## **Introduction & Background**

The Review of Public Administration (RPA) was originally launched in June 2002. Like so many other documents and initiatives the process of carrying out the Review was delayed by the suspension of the Northern Ireland Assembly. On 13<sup>th</sup> October 2003 the Review was launched by Parliamentary Under Secretary, Ian Pearson MP and the deadline for the completion of the consultation on the RPA is 27<sup>th</sup> February 2004.

The North-West Community Network (NWCN) was approached by members of the RPA team in December 2003 to facilitate a community event in the North-West early in 2004. The RPA team stressed that they were keen to hear from the community and voluntary sector in the North-West and to hear their views on the RPA consultation document.

The RPA poses many challenges for society in Northern Ireland. This is the first major review of how public services are delivered here for over thirty years. As a result of this the review will be seen by many as an opportunity to influence real, and necessary change whilst others will see the RPA as a threat to their authority and perhaps even their jobs.

The community event organised by the North-West Community Network offered the community sector in the North-West an opportunity to influence and shape how the public sector in Northern Ireland will be organised over the next few years. This Review is one of several recent major policy documents that will have a significant impact on the sector in the future.

The Community Event took place on:

**Date:** Thursday 15<sup>th</sup> January 2004

**Time:** 2.00pm – 4.30pm

**Venue:** Millennium Forum

The event was attended by members of the RPA Team and by five of the six independent experts that advise the Team. This report outlines the main points that were raised during discussions at the community event and draws together the main findings observed by the Network.

## **Format of Event**

In preparation for the event approximately 900 leaflets (Appendix 1) were distributed to community and voluntary organisations throughout the North-West. A press release was also issued to local papers etc.

The NWCN was keen to ensure that the following key elements were met at the community event:

- A background to the Review of Public Administration was given outlining why this review is taking place.
- An understanding of the possible implications of the RPA was passed on.
- The majority of the time at the event was given to allow people to comments on the RPA document.

The following format was agreed with the RPA team:

| <b>Time</b> | <b>Event</b>           | <b>Who?</b>  |
|-------------|------------------------|--|
| 1.45 – 2.15 | Arrival & Registration |  |
| 2.15 – 2.20 | Welcome                | Eamon O’Kane, Chair NWCN   |
| 2.20 – 2.45 | Presentations          | RPA Team <ul style="list-style-type: none"><li>▪ Tom Frawley, Chair Independent Panel of Experts</li><li>▪ Greg McConnell, Chief Operating Officer</li></ul> |
| 2.45 – 4.00 | Workshops              | NWCN Facilitators  |
| 4.00 – 4.10 | Final Comments & Close | Eamon O’Kane   |

On arrival participants were issued with an information pack containing the following:

- Running order
- Copies of presentations
- RPA Questions
- RPA Independent Experts – Pen Pictures
- Participant Detail Sheet

### **Presentation**

Tom Frawley and Greg McConnell gave a joint presentation (Appendix 2) outlining the need for the RPA, work and research that had been carried out to date and, the importance of local people making a contribution to the RPA consultation exercise.

### **Workshops**

On arrival participants were allocated a discussion group. Each of these groups was themed and tasked with addressing questions from the RPA consultation document. These workshops were facilitated and recorded by

local community activists and were attended by representatives from the community sector, the RPA Panel of Independent Experts and members of the RPA staff team. A record of the discussion at these workshops is given in the following section.

| <b>Group No.</b> | <b>Title</b>                             | <b>Facilitator</b>                                  | <b>Quests.</b> |
|------------------|--|---|----------------|
| 1                | Characteristics of Public Administration | Mary Lynch, Rural Community Network                 | Q1, Q2, Q22    |
| 2                | Delivering & Improving Public Services   | Ciara Ferguson, Greater Shantallow Area Partnership | Q3 – Q7        |
| 3                | Delivering & Improving Public Services   | Gerard Deane, NWCN                                  | Q3 – Q7        |
| 4                | Accountability & Participation           | Paul Kavanagh, Bogside Brandywell Initiative        | Q8 – Q14       |
| 5                | Accountability & Participation           | Mary McElhinney, Seeing Sense                       | Q8 – Q14       |
| 6                | Models of Public Administration          | Eamonn Deane, Holywell Trust                        | Q15 – Q18      |

On the day the decision was taken to merge Groups 1 and 2 to allow for a fuller discussion to take place.

### **Workshop Format**

- Introductions
- Background – Setting the Scene
- Discussion – Focused on questions & recorded (Scribes)
- Any other comments/questions on Review of Public Administration

After the discussion groups there was a brief closing session where final comments were given. At this session the Network expressed its commitment to write up a report of the event, forward it to participants from the event for comment and submit as the North-West Community Network's response to the RPA document.

## **Feedback from Discussion Groups**

As mentioned earlier the points raised and questions asked were recorded by scribes at each of discussion groups. These points are reflected over the next few pages in bullet point form.

### **Groups 1 & 2 – *Delivering & Improving Public Services + Characteristics of Public Administration***

Facilitators – Mary Lynch, Rural Community Network & Ciara Ferguson, Greater Shantallow Area Partnership

#### **Question 1**

**What priority or weighting should be given to each of these characteristics (RPA document p. 13) in developing any new system of public administration?**

**&**

#### **Question 2**

**Are there any additional characteristics which are not listed here and which the review should also take into account?**

Northern Ireland is over-administered e.g. Birmingham has a larger population than Northern Ireland and has 2 councils. Northern Ireland has 26 local councils and dozens of other bodies.

There is over replication of executive positions in Northern Ireland.

Local issues should be dealt with at the local level.

#### *Democratic Accountability*

The current system is not cost effective – 3 MEPs, 18 MPs, 108 MLAs, 26 local councils etc.

If the system is to change with more focus on accountability at the local level by local government and community organisations – this should not be accountability on the cheap.

Rates & taxes – people trust that government are using resources sensibly – government does not seem to be delivering.

Democratic accountability should be a top priority and be clearly visible throughout all public systems – public should be able to have a voice within the system.

Change must not be far removed from the people – consultation must be real.

The quality of services delivered must be linked with accountability – e.g. phonecalls to public bodies should at least be returned.

### **Question 3**

**Are there key changes to the current system of public administration which you believe would promote the development of better and more efficient services?**

Systems need to be more efficient.

Standards need to be set regarding access, value for money and transparency.

A key change that is need is the involvement of service users in the management of services e.g. mental health service.

More than lip service needs to be paid to service users.

The community sector must be a key partner and delivery agent of government services. The sector can provide cost effective and efficient services. Work is needed to improve the trust within government regarding the sector's ability to deliver.

### **Question 4**

**What should be the role of the private, community and voluntary sectors in public administration?**

#### *Private Sector*

Why is the focus shifting to the private sector, a sector that is motivated by profit, not social responsibility?

History of the private sector in service delivery has often been problematic due to the focus on profit making.

#### *Community Sector*

If community organisations are to have a role to play in the delivery of services care needs to be taken to be sure that the groups used make efforts to include those people and areas not already represented or supported by community organisations.

Community and voluntary sector should have a greater role to play in the planning and delivery of services. Recognition needs to be given to those organisations that can reach the most marginalised of our society.

More resources should be directed towards the sector to reflect the greater role the sector can play and to offset the impact of less and less resources being available to the sector.

There is a need for partnership between government and community organisations to deliver services at the local level.

Difficult for the community and voluntary sector to create a vision for the future as it is currently struggling to survive and is over-burdened by monitoring and evaluation requirements.

#### **Question 5**

**How can arrangements at local level be strengthened to co-ordinate the activities of all the organisations which provide services in an area?**

&

#### **Question 6**

**Has the further development of partnership arrangements the potential to provide greater participation and co-ordination in the delivery of services?**

There needs to be a greater role for Local Strategy Partnerships.

Derry LSP has been given responsibility for the strategic vision (City Vision) – this needs to be followed through and properly resourced.

There is a need to cut away the red tape to make partnership approaches manageable.

The views of Local Strategy Partnerships needs to be challenged – needs the support of all sectors – LSPs need to have a clear role and to have these articulated to the wider public.

Trust – major issue – there seems to be a lack of trust between sectors – this trust should be nurtured to allow for joint working to move issues forward in the future. Trust can be built through ‘real’ partnership.

#### **Question 7**

**How can the opportunities and benefits presented by Information and Communication Technologies (e-government) be used to improve the way services are delivered?**

Technological advances are not coming through the educational system fast enough.

Opportunities are created by ICT but for whom?

Relationships often suffer with the advent and implementation of technology.

Resources need to be committed to ensure that e-government is:

User friendly

Not a barrier to inclusion – must not further exclude those already marginalised

Accessible to all

The full implementation of e-government may require a generational change

### **Group 3 – Delivering and Improving Public Services**

Facilitator – Gerard Deane, North-West Community Network

The discussion at this workshop followed questions 3-7 in the RPA consultation document and the comments are recorded here to reflect this. Time was also given at the end of the workshop for comments on the possible models of public administration.

#### **Question 3**

**Are there key changes to the current system of public administration which you believe would promote the development of better and more efficient services?**

There is a lack of co-ordination throughout the current services. It is not unusual for departments and agencies to be completely unaware of work going on in other areas.

Statutory duty of equality and fairness can weigh the system down e.g. Section 75 requirements.

A central complaints board could be established to deal with concerns from the public in a quick and efficient manner e.g. '*No Wrong Door*' – The issue will always be dealt with. Although '*One Stop Shop*' was too bureaucratic, need to find a balance.

Current administrative boundaries are not clear.

The roles and relationships between sectors needs to be clarified.

#### **Question 4**

**What should be the role of the private, community and voluntary sectors in public administration?**

Governance should include the community sector along with elected representatives. There has to be a mechanism that reaches a balance between these two groups.

Dialogue is vital to democracy. Not a forum, recent examples have been absorbed by bureaucracy.

Citizen juries are a bottom up model – statutory agencies should have to take account of it. Need to ensure there are models to promote dialogue *and* take steps to determine that action arises from this dialogue.

There should be community sector involvement at the policy development stage.

Formal system is not always necessary but on some issues public engagement is necessary. There is a confidence gap in consultation.

There are key services that should be delivered by the community sector as opposed to government departments e.g. public engagement.

#### **Question 5**

**How can arrangements at local level be strengthened to co-ordinate the activities of all organisations which provide services in the area?**

&

#### **Question 6**

**Has the further development of partnership arrangements the potential to provide greater participation and co-ordination in the delivery of services?**

Local Strategy Partnerships are the natural mechanism to co-ordinate activities at the local level. They already do this to an extent through integrated local strategies.

Partnerships should remain focused on the local area.

The community sector needs to be valued as an equal partner – at present the sector is often over looked.

Training for representatives is needed - their roles and duties.

Equality is always in favour of the statutory organisations.

People do not trust large organisations – personal relationship is needed.

Participation issue, public representatives – gender proportion – balance needs to be redressed to ensure that women have the opportunity to participate in partnership bodies.

Community representatives on public bodies and partnership boards should be paid for their participation. Expenses should be covered and a fee given to the representative for their time. Any fees received should not effect benefits received by the individual.

#### **Question 7**

**How can the opportunities and benefits presented by Information and Communication Technologies (e government) be used to improve the way services are delivered?**

Issue of accessibility, the digital divide. The most vulnerable members of society at a disadvantage and are likely to be further excluded.

Should not be exclusively web based; there should be a range of mechanisms available not everyone has the necessary skills or interest.

The burden of cost is on the receiver – this is a barrier to participation and should be reversed.

TV – should be able to access government web sites. Advantage to rural communities.

### **Models of Public Administration**

Should not assume central = Belfast.

Need to find a balance between central and local.

Local government should be responsible for planning – should be responsible for what you see

Welcome the return of sub regional capital; North-West regional strategy. E.g. the North-West approach to dealing with waste management.

Government departments should not all be based in Belfast – some should come west of the Bann – particularly to Derry.

### **Other Comments**

Further discussion is needed on the Review of Public Administration.

Few people are aware of the fact that a review is taking place and the impact that this is likely to have on their lives.

## **Group 4 – Accountability and Participation**

Facilitator – Paul Kavanagh, Bogside Brandywell Initiative

### **Introduction**

Whilst the questions asked focused on particular institutions and bodies participants felt that it was impossible to deal with them completely separately because of the inter-relatedness of the impact of any decisions about one body and the knock on effect on another. The general consensus was that there was a need for three levels of delivery, the highest being the Executive, the Assembly and government departments, a middle tier consisting of a number of regional and sub-regional bodies and then local governance. The general consensus throughout the workshop was the need for both representative democracy and participatory democracy. It was felt that through this combination that both the issues of accountability and participation could be addressed.

### **Local Governance**

There was a unanimous view that power should be devolved at the lowest level possible, local government, and that any decision not to vest any power at the local level should only be taken when it could be clearly shown that there was an imperative to hand it to a higher tier. The decision to pass any level of control upwards should also come with clearly marked boundaries of responsibility. The roads network was an example used. The belief was that local government should be responsible for much of the road/street network within its area but that there was a need for planning and delivery at a higher level when it came to a regional road network.

The role of local government should be strategic as well as being a service delivery agent. Where regional, sub-regional bodies or Executive Agencies had a direct input/delivery role into services in a local area then local government should act as a strategic management body co-ordinating their actions to ensure that delivery was tailored to local needs.

### **Participation**

Participants felt that the local government should be changed to reflect more the model of the Local Strategy Partnership which allowed for locally elected councillors, the public and private sectors along with the social partners to be involved in decision making.

### **Accountability**

In local government accountability would take on a number of forms;

Local councils would be required to work within the policy remit decided by the Executive and Assembly.

With councils having expanded powers it was felt that this would need to be accompanied by a robust framework of legislation to prevent possible abuses of power and responsibility. In particular it was felt that given the abuse of power that some councils had practised in the past then quick and effective channels of redress needed to be provided. Where abuse of power is proven

the sanctions applied should be applicable not just to the council as a corporate body but also to individual councillors or council staff who were found to have acted in an abusive or discriminatory manner.

Local councillors would still be elected locally and thus a degree of direct local accountability to residents would exist.

The involvement of the public and private sectors along with the social partners in the decision making of local governance would help ensure a more strategic approach was adopted.

It was acknowledged that the above proposal would pose considerable challenges. Local councillors clearly have a mandate from the electorate. The involvement in decision making of other organisations, bodies and groups would require them to put in place measures which clearly demonstrate that their processes of selection/election were open, fair and accountable. The question of weighted voting might also have to be investigated given the dramatic change that such a proposal would make to local citizens understanding of local government and their right to vote into office those who they feel are best placed to make local decisions.

### **Regional and Sub-regional bodies**

Whilst it was acknowledged that there might be a need for a number of regional or sub-regional bodies the workshop did not focus on numbers or what areas these bodies might be needed for. Again it was emphasised that no power should be devolved upwards if it could be demonstrated that it could be best be exercised at the local level.

### ***Participation***

It was felt that the current system of appointment onto regional and sub-regional bodies does not take into account any type of democratic criterion and that this will have to be effectively addressed within the review. It was felt that participation on regional and sub-regional bodies could be facilitated using a number of approaches.

There should be local governance participation on the management boards of regional and sub-regional bodies.

The Public Appointments system should be overhauled to take into account the need to involve users, practitioners and specialists in an executive capacity. In the case of practitioners and specialists then such people should be elected to their position from appropriate electoral colleges.

In the case of users, the current system disadvantages certain constituencies and favours others, particularly an educated middle class. This must be addressed with training provided to help ensure that everyone can participate on a level playing field.

### ***Accountability***

By adopting the approach set out above then accountability would come at a number of different levels.

The regional or sub-regional body would be accountable to the Assembly and Executive (via the respective minister). They would also be accountable to other investigatory branches of government e.g. Comptroller and Auditor General and the Audit Office.

The involvement of local government representatives and users would also introduce a degree of accountability at a more local level. This would be added to through the use of electoral colleges for practitioners and specialists involvement.

### **Executive, Assembly and Government Departments**

In dealing with the Executive, Assembly and government departments everyone in the workshop felt that it was important to have the Executive and Assembly up and operational again as quickly as possible. It was felt that this was needed in order to ensure that there was an opportunity not only for local accountability but because the presence of local ministers also helped ensure that the sector could lobby for the issues affecting our communities. Participants felt that on too many occasions they had met different direct rule ministers and different department heads with the overall impact being that nothing was really followed through on.

There was common agreement that the Executive and Assembly should focus as much as possible on policy and legislation but that there would be a need to establish Executive agencies. Where such agencies are established then it was felt that there was a grey area in regards to who was responsible for the effective delivery of services.

### **Policy and Legislation**

Participants accepted that MLAs are elected to take on the roles of making policy and framing legislation but felt that the present system was too heavily weighted in favour of those appointed as Ministers. While it was accepted that Ministers would have the final say in decision making participants felt that the process of policy and legislative development would benefit from having a greater input from as wide and diverse a range of people as possible.

### ***Participation***

It was felt that the above could be achieved by two particular means.

Referral to policy and legislative proposals to the relevant Scrutiny Committee.

The Civic Forum having a direct input to Ministers on policy and legislative issues.

### ***Accountability***

Accountability would take a number of forms.

The Minister would be responsible to both the Assembly and the Executive for their actions.

The Minister would ultimately be accountable to the electorate at the ballot box.

### **Executive Agencies**

While it was accepted that Executive agencies would act as a mechanism for delivery of certain services on behalf of government departments it was felt that there clearly needed to be representative and participatory democracy involvement and accountability.

### ***Participation***

Service Users and related practitioners and specialists should be involved, along with civil servants, in formulating the delivery plans of Executive Agencies. As was suggested in relation to Regional and Sub-regional bodies the Public Appointments system would need to be overhauled and practitioners and specialists should be elected to their position from appropriate electoral colleges. Participants felt at this level that there should be a role for the Civic Forum in helping to shape policy.

### ***Accountability***

Assembly Scrutiny committees would have an input into the legislative framework establishing such agencies and would have the power to call Chief Executives to appear before their committees to account for the delivery of services.

Assembly Scrutiny committees would have the power to call the relevant Minister to appear before their committees to account for the activities of the Agency.

Chief Executives should be accountable to the relevant Minister who in turn would be accountable to both the Assembly and the Executive.

### **Other comments**

#### **Government Departments**

While the Executive and Assembly are not part of the Review of Public Administration participants felt that there was a need to review the placing of some services within certain government departments. The issue of having libraries as part of DCAL as opposed to Education was cited as an example of shortsightedness when it comes to the integrated planning of services.

#### **Civil Service**

Participants in the workshop felt that some senior civil servants sought to exercise power without in any way being accountable. In theory they are accountable to Ministers but there was a feeling that given the history of government here then the situation had arisen that civil servants had become used to exercising power for Ministers not from the 6 counties and who took less interest in affairs here than in their home constituencies. The fact that a

Permanent Secretary felt that he could circulate a memo to other senior civil servants complaining about local Ministers wanting to make decisions, which he felt were not in line with what the civil service wanted, was cited as an example of abuse of power. Given this type of example then it was felt that the review of Public Administration should review senior civil servants skills and training and make sure they are the right people for the job.

Participants were concerned that the Project Team heading up the Review was comprised of senior civil servants. This concern was further reinforced by the fact that the Independent Panel of Experts did not contain anyone from the Social Partners in the 6 counties.

## **Group 5 – Accountability and Participation**

Facilitator – Mary McElhinney, Seeing Sense

### **Question 8**

**What role and function do you think the Northern Ireland Assembly and Executive and central government departments should have in relation to delivery and accountability?**

Assembly should have budgetary control – for 30 years this responsibility has been held by quangos where there was a lack of transparency and trust.

Central government resources are needed for certain services e.g. waste management.

Need to ensure that new legislation created is backed up with proper structures and finances.

There is a need for greater co-operation and strategic thinking e.g. Toome bypass does not join up with the M<sup>1</sup> motorway just a few miles away.

Systems need to be made more transparent – in general information needs to be easier to access.

### **Question 9**

**What role and function has local government in relation to service delivery and accountability?**

Clarity is needed as the role of local government has been mystical for years.

Government should serve the people – services should be delivered at the local level and be more accessible to local people.

### **Question 10**

**What role/function should non-departmental bodies have in relation to service delivery and accountability?**

Public services need more transparency.

More services should be delivered locally – jobs and services should be decentralized e.g. 380 people from the Derry area travel to work at Stormont every day and £25million is being spent on government buildings in the Belfast area.

Expertise is needed to run services properly.

### **Question 11**

**Executive Agencies?**

Northern Ireland seems to be over-administered, not over-governed.

Too many agencies and a lack of co-ordination has resulted in the duplication of services.

There is a need for experts and professionals, not managers.

### **Question 12**

**What arrangements should be made to ensure that local communities can influence policies and services that affect that area?**

The citizens' jury is a model that could be used to influence change.

The Civic Forum was never given any real power or resources. Needs to be reconstituted and resourced. As wider civic society is part of the structures within the Good Friday Agreement, if these are to be changes, representatives should be involved in these discussions.

The curriculum should contain citizenship information – clearly highlighting how it is possible to have your say on the organisation of society and how to influence change.

### **Question 13**

**In what ways can organisation enable members of the public to be informed about and contribute to the process of government at all levels?**

Currently suffering from death by consultation documents – a lot of these documents could be recycled.

There is a need for greater sharing of information. New ways of keeping people informed need to be found while retaining press articles and government websites. Everyone has rights to access information.

Local voluntary communities are helping to effect change.

### **Question 14**

**What arrangements should strengthen civic leadership and shared vision for the Community across the entire range of organisations active in local areas?**

Need to share information between sectors and civic leaders.

Key people need to be skilled up in order that they can lead on developing change.

We need to have a wider model than that focussed on politicians. Local people need to take ownership of local issues.

There is a need to do away with the endless red tape which ties up our current system which results in the exclusion of people and communities.

Local civic leaders need to be challenged on the questions now so that real and meaningful solutions can be developed.

## Group 6 – Models of Public Administration

Facilitator – Eamonn Deane, Holywell Trust

The group examined each of the models in detail. The general comments made on each are contained in the table below.

| MODEL  | COMMENTS   |
|--|--|
| Model 1 – Status Quo   | <ul style="list-style-type: none"><li>▪ Model rejected</li><li>▪ Change is needed – we are already over governed</li><li>▪ The current system is not working well enough</li></ul>   |
| Model 2 – Centralised  | <ul style="list-style-type: none"><li>▪ Model rejected</li><li>▪ This model runs counter to the principles and practice of community development</li><li>▪ More &amp; more citizens should be involved in the decision making process</li></ul>  |
| Model 3 – Regional and Sub Regional Public Bodies            | <ul style="list-style-type: none"><li>▪ Unclear about the implications of this model</li><li>▪ Seems to contain some positive elements</li><li>▪ There is a need for greater clarity about what is meant</li></ul>   |
| Model 4 – Reformed Status Quo with Enhanced Local Government | <ul style="list-style-type: none"><li>▪ There are problems around local government being given new responsibilities</li><li>▪ There was agreement in principle to this model although practice and experience in recent years with Derry City Council is that the community and voluntary sector has been treated shabbily</li></ul> |
| Model 5 – Strong Local Government                            | <ul style="list-style-type: none"><li>▪ As for model 4</li><li>▪ Councillors do not represent the holistic view</li><li>▪ There are problems with councillors being elected along sectarian lines</li><li>▪ Sectarianism is being institutionalised forever</li></ul>  |

None of the models outlined in the RPA document take the community and voluntary sector into account.

There is a need for clearer and better information and access to decision-making for the general public – This could be explored through a ‘one-stop-shop’ idea.

None of the models outlined in the document is the ideal solution – maybe a mixture of models is needed.

There is a central and continuing difficulty with people displaying a lack of trust in party politicians – a new type of politics is required.

The quality and ability of local councillors needs to improve greatly before any new system can be effective.

If there is agreement that whatever structures we have are *our* structures based on *our* needs for the common good, with the principles of equity, diversity and interdependence deeply imbedded within them, then people will be energised and committed to make them work.

## **Key Findings**

The current systems need to change – we are currently over-governed without the associated accountability.

There is a need for fresh approaches – need to have vision for developing a new way of administering services with the service user as the most important voice within service planning and delivery.

Need to be aware of the risk of enshrining sectarianism by giving too much power and responsibility to politicians.

The community and voluntary sector should be seen as:

- A means of informing and involving local people regarding policy changes.
- A means of listening to local communities.
- A means of service design, delivery and management.
- Vital social partners with as much legitimacy and importance as other sectors.

The Review of Public Administration should develop a new model of administration which ensures that services, departments and other agencies and bodies are based outside of the greater Belfast area and move west of the Bann.

Accountability must be based on a wider view – responsibility should be taken for long-term outcomes.

Whole of Northern Ireland needs a long-term agreed view to move forward in a positive manner rather than short-term, stopgap appeasements we have become accustomed to.

No one model as outlined in the RPA document should be adopted for public administration in Northern Ireland. Elements of some of the models should be taken to develop a new model containing key elements such as local service delivery, accountability and decentralisation of services.

This opportunity should be taken to develop our own model of good practice for public administration based on the core principles of equity, inclusiveness and interdependence.

In the future reviews of public administration should be carried out on a more regular basis to ensure that needs are being met.

Systems of administration need to be made more accessible and transparent to all.

e-government may be a positive step forward for some people but efforts need to be made to ensure that those already marginalised do not become further excluded.

## *Appendices*

## Appendix 1 – Flyer



## Review of Public Administration (RPA) Community Event

The community sector in the North-West has been given a great opportunity to influence and shape how the public sector in Northern Ireland will be organised over the next few years. The RPA Team has asked the North-West Community Network to facilitate an event for the community sector in the North-West on this key Review. The Review will examine all of the key services that are delivered by government including education, water, roads, health, leisure and sports facilities, youth service, community relations and social security. The Review will have major implications for the Community and Voluntary sector.

The Community Event will take place on:

**Date:** Thursday 15<sup>th</sup> January 2004

**Time:** 2.00pm – 4.30pm

**Venue:** Millennium Forum

Among the issues for discussion at the event will be:

*Participation* – How do citizens interact with government? How can we influence the decisions that affect our lives?

*Service Delivery* – How can services be delivered to ensure that they are reaching those that really need them?

*Service Users* – How can we ensure that the services delivered by public agencies are accessible to all citizens?

The event will be attended by members of the RPA Team and by the six independent experts that advise the Team. The North-West is the first area where this type of event will be held offering us in the North-West a prime opportunity to influence the decisions.

To book your place at this event please complete and return the form below to the Network. Alternatively you can phone 7127 9090 or email [info@nwcn.org](mailto:info@nwcn.org) to secure your place. As the event is due to take place in the near future a quick response would be appreciated.

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NAME(S) \_\_\_\_\_

ORGANISATION \_\_\_\_\_

ADDRESS \_\_\_\_\_

PHONE \_\_\_\_\_ FAX \_\_\_\_\_


EMAIL \_\_\_\_\_



Slide 3

**Terms of Reference**

“To review the existing arrangements for the accountability, development, administration and delivery of public services in Northern Ireland and to bring forward options for reform which are consistent with the arrangements and principles of the Belfast Agreement, within an appropriate framework of political and financial accountability”

www.rpsni.gov.uk  3

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Slide 4

**The Review to Date**

- Launched June 2002
- Engagement
- Research
- Political context and ministerial changes
- Consultation launched 13 October 2003

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Slide 5

**Research Programme**

- Briefing papers on variety of subjects, including accountability, quality of service, the role of semi-state organisations, partnerships, e-government, and leadership in the public sector
- Pre-consultation exercise
- **Attitudinal surveys and analyses**
- **Focus groups**
- **Structured interviews**
- **Mapping the public sector**
- **Study Visits**
- Public sector staff attitudes
- Comparison of public sector in NI and Scotland

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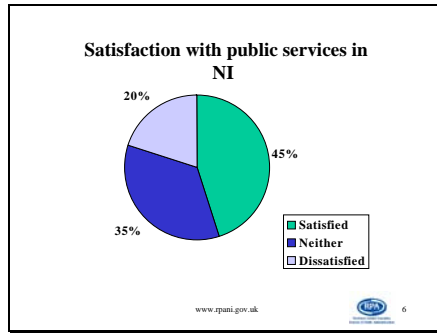
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Slide 6



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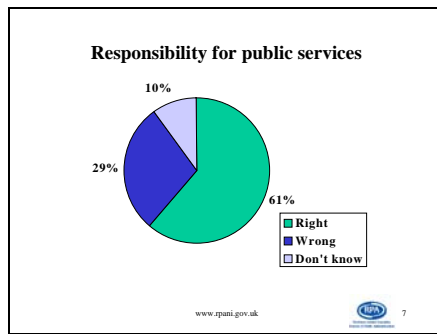
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Slide 7



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Slide 8

### Knowledge about public services

- Confusion about who is responsible for public services

|                                     |                         |
|-------------------------------------|-------------------------|
| <b>Clear understanding about...</b> | <b>Unclear about...</b> |
| ✓ Schools                           | - Road maintenance      |
| ✓ Social Services                   | - Planning              |
| ✓ Health Services                   | - Housing               |
| ✓ Leisure Centres                   | - Water supply          |
| ✓ Dog control                       | - Street lighting       |

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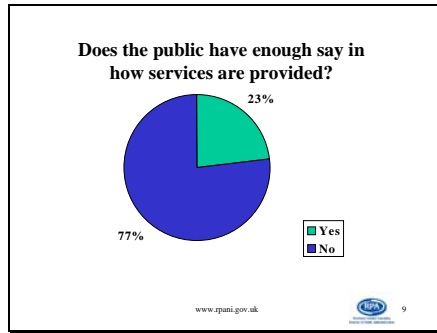
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Slide 9



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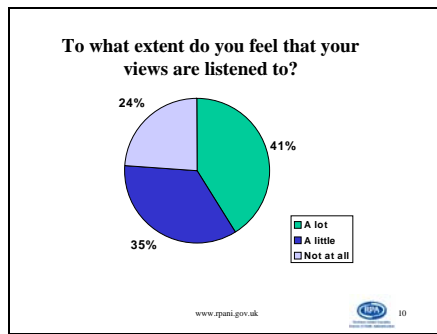
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Slide 10



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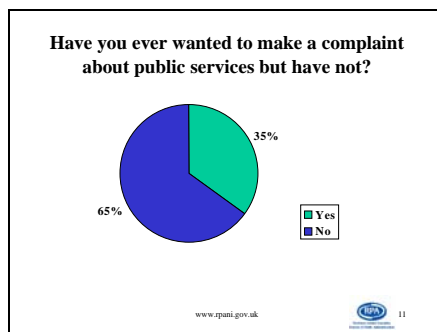
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Slide 11



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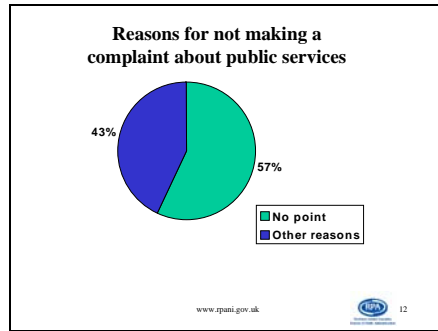
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Slide 12



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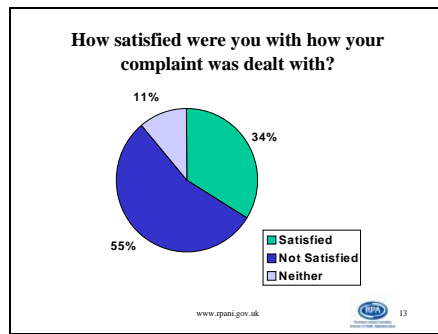
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Slide 13



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Slide 14

**Governance Arrangements**

- Feeling that Northern Ireland is “over-governed”
- Anxieties about waste and over-expenditure caused by proliferation of bodies
- Approval for local agencies, but suspicion of centralisation and “out of touch” bureaucrats

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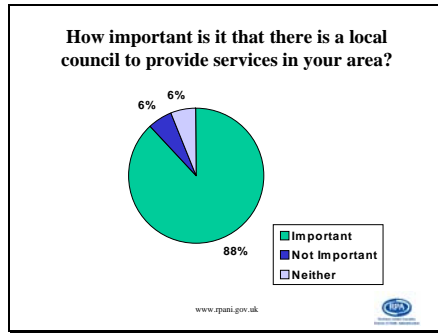
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Slide 15



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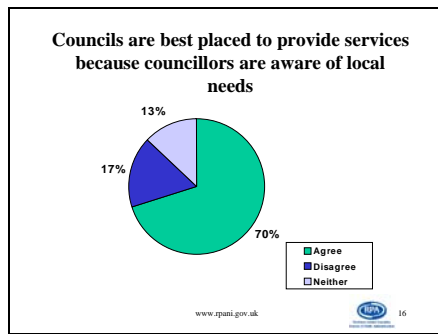
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Slide 16



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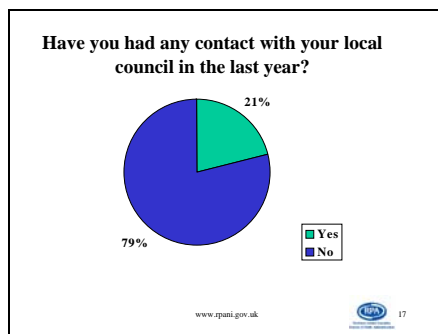
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Slide 17



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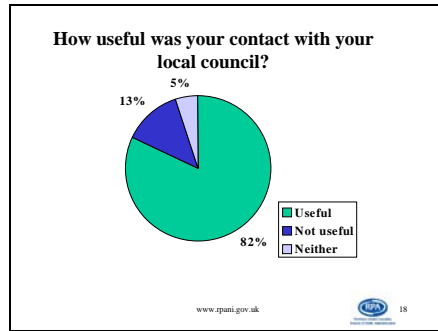
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Slide 18



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Slide 19

**Research - Mapping**

- Aim is to define and explain the present arrangements.
- It is in 2 parts:
  - Organisation charts of the public sector showing relationships and linkages; and
  - A chart showing the services delivered by government, who is responsible for planning and delivery, and how the service fits in with Programme for Government
- Best viewed on the website

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Slide 20

**Research – Study Visits**

**Regional & Local Authorities**

- No agreement on optimum size of local authorities
- Size can depend on population, geography and history
- Size impacts on efficiency, accountability and responsiveness

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Slide 21

**The Consultation**

- Aim is to stimulate an informed debate.
- Everyone uses public services – everyone's views are important.
- Seeking views of key aspects of Public Administration identified from the research programme and engagement process.
- Structured responses to specific questions.

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Slide 22

**The Consultation Document**

- Introduction
- Description of public administration in NI
- Delivery & improvement of public services
- Accountability and participation of citizens
- 5 models of Public Administration
- Health & Personal Social Services
- Equality, Good Relations & Human Rights
- Appendices

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Slide 23

**Review of Public Administration**

**Tom Frawley – N.I. Ombudsman**

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Slide 24

“I am not one of those who think that the people are never in the wrong. They have been so, frequently and outrageously, both in other countries and in this. But I do say, that in all disputes between them and their rulers, the presumption is at least upon a par in favour of the people”

*Edmund Burke*

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Slide 25

**The Context**

- Emerging from 30 years of conflict, Public Service working in Direct Rule circumstance
- An exceptionally complex settlement, mirrored in the government arrangements
- Overall Public Service achievement and contribution significant
- Executive Committee has commissioned a major review of the Public Service to examine fitness for purpose

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Slide 26

**The Context**

BECAUSE

- New dynamics at play
- Urgent need for a strategic approach that:
  - Addresses legacy of last 30 years
  - Realises the opportunities and meets the challenges presented by the peace
  - Social change
  - Technological change
  - Enhances democracy
  - Improves services

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Slide 27

**Right Answer Must Demonstrate**

A system of Public Administration in Northern Ireland which has the following characteristics

- Democratic Accountability
- Community Responsiveness
- Subsidiarity
- Quality of Service
- Co-ordination and Integration of Services
- Innovation and Business Organisation
- Efficiency and Effectiveness

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Slide 28

**Scope of the Review**

- The Agreement provides the context
- So, NOT the Cross-Border Bodies
- And NOT the 11 Government Departments, but .....
  
- Includes 140+ Agencies, Public Bodies, Health Bodies, 26 Councils, etc

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Slide 29

**MUST REMEMBER:  
CHANGE IS ABOUT PEOPLE**

|                      |                    |
|----------------------|--------------------|
| ➤ The Citizen        | ➤ Public Sector    |
| ➤ The Public Servant | ➤ Voluntary Sector |
| ➤ The Civil Servant  | ➤ Community Sector |
| ➤ The Politician     | ➤ Private Sector   |

Each constituency will have a different description of a successful Public Service.

How do we build an agreed description?

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Slide 33

**In 2013**

- Our expenditure on R&D will have moved from £9.00 per head
- 30% of our population will not be functionally illiterate
- We will ensure many of our children are not condemned to live in some of the highest levels of relative poverty in these islands
- 70% of disabled people are not on the poverty line

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Slide 34

**Different models for different services**

**NOT**

**One size fits all**

**ONE WHOLE SYSTEM**

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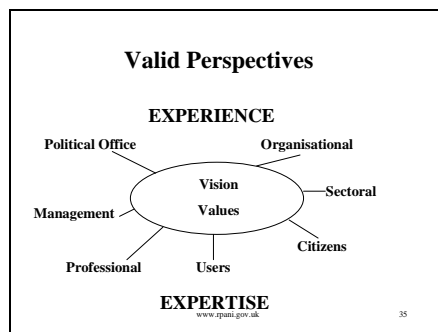
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Slide 35



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Slide 39

**A SUCCESSFUL OUTCOME  
REQUIRES**

- Right structure
- Appropriate competence and capacity
- Facilitating a future that generates creativity, initiative, dedication and commitment
- An inclusive system

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Slide 40

**Building high quality Public  
Services will be a long term  
project that requires patience,  
vision and integrity.**

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Slide 41

**Next**

- Responses & opinions of interested parties
  - To the specific questions raised in the document
  - Comments on models and
  - Contributions on any alternative model
- Analysis of those responses
- Final proposal for further consultation  
spring/summer 2004?

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Slide 42

**And finally...**

**"It should be borne in mind that there is nothing more difficult to arrange, more doubtful of success, and more dangerous to carry through than initiating changes in a State's arrangements.**

**The innovator makes enemies of all those who prospered under the old order, and only lukewarm support is forthcoming from those who would prosper under the new"**

*Machiavelli The Prince*

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Slide 43

Review of Public Administration

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### Appendix 3 – Participants

| <b>Name</b>        | <b>Company</b>                              |
|--------------------|---|
| Tony O'Brien       |   |
| Graham Elliot      |   |
| Paul Callaghan     |   |
| Herbert Montgomery |   |
| Anita Graeser      |   |
| Julie McGlinchey   | Bogside Brandywell Initiative               |
| Paul Kavanagh      | Bogside Brandywell Initiative               |
| Paula Martin       | Bridge Accessible Transport                 |
| Eamon Baker        | Community Development Learning Initiative   |
| Dr Tom Frawley     | Chair - RPA Panel of Independent Experts    |
| Ann McNickle       | Coleraine Rural and Urban Network           |
| Kathleen Healy     | Community Foundation for Northern Ireland   |
| Graham Elliot      | Dennett Interchange                         |
| Gerry Craig        | Derry City Council                          |
| John Meehan        | Derry City Council                          |
| Michaela Elliot    | Derry Healthy Cities                        |
| Eamon O'Kane       | Derry Healthy Cities                        |
| Kenny McAdams      | Disability Action                           |
| Brendan McKeever   | Family Information Group                    |
| Juliette Barber    | Foyle Common Purpose                        |
| Michelle Doherty   | Foyle Search and Rescue Service             |
| Herbert Montgomery | Foyle Trust for Integrated Education        |
| Mark Roberts       | Foyleview School                            |
| Ciara Ferguson     | Greater Shantallow Area Partnership         |
| Keith Swerdlick    | Groundwork NI                               |
| Owen Donnelly      | Holos Project                               |
| Roy Arbuckle       | Holos Project                               |
| Eamonn Deane       | Holywell Trust                              |
| Gemma Harkin       | HPANI                                       |
| Billy Leonard      | INCORE                                      |
| Lyn Moffett        | Kilcranny House                             |
| Margaret Boyle     | LSP for Derry City Council Area             |
| Carol Rehill       | NWCN  |
| Gerard Deane       | NWCN  |
| Stephen Donaghey   | Old Library Trust                           |
| George McLaughlin  | Prehen Historical and Environmental Society |
| Michael Taylor     | Red Cross                                   |
| Norman Taylor      | Red Cross                                   |
| Dr Debbie Donnelly | RPA   |
| Dermot Harkin      | RPA   |
| Greg McConnell     | RPA   |
| Jane Corderoy      | RPA   |
| Tom Frawley        | RPA Panel of Independent Experts            |
| Anne O'Keefe       | RPA Panel of Independent Experts            |
| Desmond Mitchell   | RPA Panel of Independent Experts            |

| <b>Name</b>           | <b>Company</b>                                    |
|-----------------------|---|
| James B. King         | RPA Panel of Independent Experts                  |
| Sir Neil McIntosh     | RPA Panel of Independent Experts                  |
| Mary Lynch            | Rural Community Network                           |
| Mary Bradley MLA      | SDLP  |
| Mary McElhinney       | Seeing Sense                                      |
| Mary Nelis MLA        | Sinn Fein   |
| Cllr Paul Fleming     | Sinn Fein   |
| Cllr Maeve McLaughlin | Sinn Fein   |
| Pauline McClenaghan   | Social Economy Network                            |
| Jacqueline Gallagher  | Springhill Park Community Development Association |
| John James            | STEER Mental Health                               |
| Brian O'Brien         | Strabane and District Community Network           |
| Shirley McAnenna      | Strabane District Council                         |
| Helena Doherty        | WHSSB   |
| Maragaret McDaid      | WHSSB   |